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13 June 1967

D R A F T

TERMS OF REFERENCE FOR TARGET ORIENTED DISPLAY

1. Purpose

A Target Oriented Display will be developed that shows how U. S. intelligence resources are directed against major intelligence targets. The purpose of the display is to provide a basis for coordinated and selective analyses designed to test the need for and effective and efficient use of these resources. The data to be displayed are intended to be used for intelligence planning and not directly for making program or budget decisions.

2. Administrative Arrangements

The initial display will be designed under the guidance of an ad hoc committee composed of representatives of the Secretary of Defense, <sup>and</sup> the Director of the Bureau of the Budget, ~~and the~~

the Director of Central Intelligence (the Principals). This committee, under the Chairmanship of ASD(S/A), will prepare instructions and issue the calls for the submission of data by the managers of the programs involved.

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3. The initial display in the form of a consolidation of the individual submissions will be prepared by a Resources Committee under the Chairmanship of the D/DCI/NIPE. This committee, which will be established by agreement between the Secretary of Defense and the Director of Central Intelligence, will consist of a staff group and an advisory Group. The former will consist of working staff who will be formally assigned to the Committee from the DCI/NIPE, CIA, DIA, NSA and NRO and directed by a representative from the DCI/NIPE Staff. The advisory group will be composed of one representative each from DOD, BOB, CIA, DIA, NSA and NRO and its chairman, a representative of the D/DCI/NIPE.

3. Content of Display

The display will include the resources of the Consolidated Cryptologic Program, Consolidated Intelligence Program, National Reconnaissance Program, and the Central Intelligence Agency program excluding Covert Action. In addition, the display will include the resources of the [redacted] and the SR-71

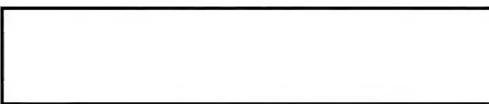
program.

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#### 4. Format of the Display

The principal display will relate intelligence functions to targets in order to show how U. S. intelligence resources (by dollars and manpower) have been and currently are targeted against countries and regions. For the Soviet Union, China, and possibly other selected countries or regions, resources will be displayed in greater detail against military, economic, political and possibly other targets. The selection of the data to be displayed will depend on evaluation of the significance of such data, its meaningfulness, the practicability of acquiring relevant data, and the DCI's judgment concerning the security factors involved.

The functions to be displayed will include various types of

Collection  
Processing  
Production  
Mapping and Charting  
Research & Development  
Counterintelligence & Investigative Activities  
General Support

In addition to the principal display, two subordinate displays will be undertaken experimentally. In one of these, the dollars and manpower of the programs identified in part 1., above, will be displayed by financial categories, including Investment, Operating Expenses and Research and Development. In the other, the programs identified in part 1., above, will be displayed against targets.



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5. Time Period Covered by Initial Display

The display will be prepared initially for FY 68 and FY 69.

The FY 68 resources will be displayed as approved in June 1967.

The FY 69 resources will reflect recommendations of the Primary Action Officers for the CIP, CCP and NRP and the 1969 Budget submission to the BOB for the CIA program.

6. Preparation of the Initial Display

The initial display will be prepared in the following three phases. The time schedule indicated below is approximate and will be changed as mutually agreed by the representatives of the Principals.

a. During the first phase, which will last until \_\_\_\_\_

the ad hoc committee will prepare general guidance including the specification of both targets and functional subdivisions.

The general guidance will be disseminated to the agencies concerned as part of the calls for data submissions which the ad hoc committee will cause to be issued.

b. During the second phase, which will last until \_\_\_\_\_

CIA, DIA, NRO and NSA will prepare individual data displays. Each agency will determine the

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methods for allocating resources in accordance with the general guidance prepared by the ad hoc committee. In this connection, each agency, in consultation with the D/DCI/NIPE as the designated representative of the DCI for this purpose, will determine the handling of compartmented information. The completed agency displays will be transmitted by the Directors DIA, CIA, NSA and NRC to the Chairman of the Resources Committee.

c. During the third phase, which will last until \_\_\_\_\_, the staff of the Resources Committee will aggregate the data, adjusting and refining it as necessary to blend into a consolidated display, and will consult with the submitting agencies on any refinements of data necessary to achieve maximum comparability. The display will be reviewed by the Chairman of the Resources Committee and the Advisory Group. The end result will be the transmission from the Chairman of the Resources Committee to the Principals of the consolidated TOD and a report describing the method of preparation, discussing its significance, identifying areas for follow-on substantive

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analyses and indicating how such analyses may be  
accomplished.

7. Security

Whether or not the Target Oriented Display materials will  
require a distinct security classification and control system will  
be determined by the Director of Central Intelligence in connection  
with the evaluation of the completed display.

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13 June 1967 (Alt. #2)

D R A F T

TERMS OF REFERENCE FOR TARGET-ORIENTED DISPLAY

1. Purpose of Display

A Target-Oriented Display will be developed that shows how U. S. intelligence resources are directed against major intelligence targets. The purpose of the display is to aid in a more precise analyses for the allocation of resources to intelligence targets. The data to be displayed are intended to be used for intelligence planning and not directly for making program or budget decisions.

The initial display will be designed under the guidance of an ad hoc committee composed of representatives of the Secretary of Defense, the Director of Central Intelligence and the Director of the Bureau of the Budget (the Principals).

The Display will include the resources of the Consolidated Cryptologic Program, Consolidated Intelligence Program, National Reconnaissance Program and the Central Intelligence Agency program.

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[Redacted]

(Alt. #2, continued)

excluding Covert Action. In addition, the display will include the resources of the [Redacted] and the SF-71

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program.

2. Format of the Display

The principal display will relate intelligence functions to targets in order to show how U. S. intelligence resources (by dollars and manpower) have been and currently are targeted against countries and regions. For the Soviet Union, China, and possibly other selected countries or regions, resources will be displayed in greater detail against military, economic, political and possibly other targets. The selection of the data to be displayed will depend on evaluation of the significance of such data, its meaningfulness, the practicability of acquiring relevant data, and the DCI's judgment concerning the security factors involved. The functions to be displayed will include various types

Collection  
Processing  
Production  
Mapping & Charting  
Counterintelligence & Investigative Activities  
Research & Development  
General Support

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(Alt. #2, continued)

The display will also include other resource data related to targets and classified by:

- a. The various programs whose resources are included in the display.
- b. Cost categories including investment, operating expenses and research and development.

3. Time Period Covered by Initial Display

The displays will be prepared showing dollars and manpower for FY 68 and FY 69 and, if meaningful, for FY 66 and FY 63. The FY 68 and FY 69 displays will be prepared first. The FY 68 resources will be displayed as approved in June 1967. The FY 69 resources will reflect recommendations of the Primary Activities Officer for the CIF, CCP, and NRP and the 1969 Budget submission to the BOB for the CIA program. After guidance and procedures have been developed for the FY 68 and FY 69 displays, the FY 66 and FY 63 displays will be attempted utilizing the same approach, modified if necessary, to accommodate available data. A decision to include the FY 66 and FY 63 displays in the final display will depend on the committee's evaluation of their meaningfulness (in light of the nature of data obtainable) and of the effort involved.

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(Alt. #2, continued)

**4. Preparation of the Initial Display**

The initial display will be prepared in the following four phases. The time schedule indicated below is approximate and will be changed as mutually agreed by the representatives of the Principals.

a. During the first phase, which will last until

\_\_\_\_\_ , the committee will prepare general guidance, including the specification of both targets and functional subdivisions. The general guidance will be disseminated to the agencies concerned as part of the calls for data submissions which the committee will cause to be issued.

b. During the second phase, which will last until

\_\_\_\_\_ , CIA, DIA, NRO, NSA and the Air Force will prepare individual data displays. Each agency will determine the methods for allocating resources in accordance with the general guidance issued by the committee. In this connection, each agency, in consultation with the D/DCI/NIPR as the designated representative of the DCI for this purpose, will determine the handling of

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(Alt. #2, continued)

compartmented information. The completed agency displays will be transmitted to the committee.

c. During the third phase, which will last until \_\_\_\_\_, the committee will review allocation methods and aggregate the data, adjusting and refining it as necessary to blend into a consolidated display; and will consult with the submitting agencies on any refinements of data necessary to achieve maximum comparability. The end result will be the transmission of the consolidated TOD and a report describing the method of preparation and discussing the display and its limitations to the Executive Chairman of the FIRB Review Group.

d. During the fourth phase, which will last until \_\_\_\_\_, the committee will prepare its final report and submit this to the Principals.

5. The Final Report

The Committee's final report will consist of:

a. A description of the major features of the display.

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(Alt. #2, continued)

- b. Any reservations as to the adequacy or accuracy of the data.
- c. A brief description of the way in which the display was prepared.
- d. Recommendations for further action.

6. Security

Whether or not the Target-Oriented Display materials will require a distinct security classification and control system will be determined by the Director of Central Intelligence in connection with the preparation of the final report.

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DRAFT Attachment (A) v2  
12 June 1967

Functions of the  
Existing TOD Committee

1. The Chairman of the existing TOD Committee (Mr. Benington) with members representing the other Principals (the DCI and the Director, BOB), together with representatives of the Director, DIA; the Director, NRO; the Director, NSA; the DDRE and the ASD (C) shall:

a. Formulate Terms of Reference for the development of a Target Oriented Display (TOD) of U. S. intelligence resources, including:

- 1) The statement of purposes of the display.
- 2) Identification in broad terms of the scope of resources to be displayed.
- 3) Specification in broad terms of the targets, functions, programs, financial categories and time periods to be displayed.

- 4) Identification of the steps (phases), together with associated target dates, by which the display shall be developed.

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(Alt. #2, continued)

5) Identification, in broad terms, of the uses to be made of the display.

6) Statement of a provision for security caveats to be applied in both the development and use of the Target Oriented Display.

b. Obtain concurrence with the proposed Terms of Reference from the Secretary of Defense; the Director, SOR; and the Director of Central Intelligence for their approval.

c. Prepare general guide lines for the specification of data to be submitted by the DIA, CIA, NSA, NRO and Air Force in accordance with the scope of the Target Oriented Display as defined in the approved Terms of Reference.

d. Issue the call for information and data to be submitted in accordance with the guide lines mentioned in c., above, to the Executive Chairman of the Foreign Intelligence Resources Board Review Group.

e. Receive the data prepared by the DIA, CIA, NSA, NRO and Air Force prepared in response to the call and guide lines issued.

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(Alt. #2, continued)

- f. Aggregate, adjust and consolidate the data in the form of a target-oriented display of U. S. intelligence resources.
- g. Review the display aggregated for completeness and consistency.
- h. Call and arrange for the refinement of data by submitting agencies and the further refinement of the consolidated display as necessary.
- i. Submit the resulting Target Oriented Display of U. S. intelligence resources to the Principals, comprising the Deputy Secretary of Defense, the Director of Central Intelligence and the Director of the Bureau of the Budget indicating:

  - 1) The description of the major features of the display.
  - 2) Any reservations as to the adequacy or accuracy of the data.
  - 3) A brief description of the way in which the display was prepared.
  - 4) Recommendations for further action.

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DRAFT Attachment (A1. 13)  
13 June 1967

Functions of the  
Existing TOD Committee

1. The Chairman of the existing TOD Committee (Mr. Benington) with members representing the other Principals (the DCI and the Director, BOE), together with representatives of the Director, DIA; the Director, NRO; the Director, NSA; the DDRE and the ASD (C) shall:

a. Formulate Terms of Reference for the development of a Target Oriented Display (TOD) of U. S. intelligence resources, including:

- 1) The statement of purposes of the display.
- 2) Identification in broad terms of the scope of resources to be displayed.
- 3) Specification in broad terms of the targets, functions, programs and financial categories and time periods to be displayed.
- 4) Identification of the steps (phases), together with associated target dates, by which the display shall be developed.

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(Alt. #3, continued)

- 3) Statement of a provision for security caveats to be applied in both the development and use of the Target Oriented Display.
- b. Obtain concurrence with the proposed Terms of Reference by the Secretary of Defense; the Director, B&B; and the Director of Central Intelligence for their approval.
- c. Prepare general guide lines for the specification of data to be submitted by the DIA, CIA, NSA, NRC and Air Force in accordance with the scope of the Target Oriented Display as defined in the approved Terms of Reference.
- d. Issue the call for information and data to be submitted in accordance with the guide lines mentioned in c., above, to the Deputy Director, DCI, for National Intelligence Programs Evaluation.

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DRAFT Attachment (Alt. #3)  
13 June 1967

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Functions of the

TOD Staff

1. The Executive Director of the TOD Staff, a designated member of the DCF's NIPE Staff with the assistance of assigned members (one each) of DIA, CIA, NSA and NRO, shall:

- a. Receive the data prepared by the DIA, CIA, NSA, NRO and Air Force prepared in response to the call and guide lines issued initially by the Committee chaired by Mr. Benington.
- b. Aggregate, adjust and consolidate the data in the form of a target oriented display of U. S. intelligence resources.
- c. Review the display aggregated for completeness and consistency.
- d. Call and arrange for the refinement of data by submitting agencies and the further refinement of the consolidated display as necessary.

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(Alt. #3, continued)

e. Submit the resulting Target Oriented Display of U. S. intelligence resources to the Deputy Director, DCI for NIPE and his Inter-Agency Advisory Group together with a report indicating:

- 1) The description of the major features of the display.
- 2) Any reservations as to the adequacy or accuracy of the data.
- 3) A brief description of the way in which the display was prepared.

2. The Executive Director of the TOD Staff will also serve as the deputy to the D/DCI/NIPE for Inter-Agency Advisory Group Affairs.

3. The Executive Director of the TOD Staff with the assistance of members of this staff also shall:

- a. Draft Terms of Reference for selected analyses as directed by the D/DCI/NIPE.
- b. Arrange for or prepare briefings and submissions to be presented to the Principals comprising the Deputy Secretary of Defense, the Director of Central Intelligence and the Director of the Bureau of the Budget.

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(Alt. #3, continued)

- c. Prepare guide lines and issue to DIA, CIA, NSA and NRO the call for submission of data for the preparation of subsequent annual developments of the Target Oriented Display as directed by the D/DCI/NIPE.
- d. Otherwise assist the proceedings of the Inter-Agency Advisory Group.

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DRAFT Attachment (Alt. (3))  
13 June 1967

Functions of the  
Inter-Agency Advisory Group

1. The Chairman (D/DCI/NIPE) of the Inter-Agency Advisory Group with the assistance of members representing DIA, CIA, NSA, NRO, BOE and OSD, using the delegated authority of the Deputy Secretary of Defense and the Director of Central Intelligence, shall:

a. Upon receipt of a Target Oriented Display of U.S. intelligence resources aggregated by the TOD staff:

1) Identify target and functional areas of the display which appear to raise the most significant questions as to the possible effectiveness or efficiency of the present or programmed U.S. intelligence effort

2) Select target and functional areas for analysis, considering the number and type of analyses which can be undertaken concurrently. Generally, the purpose of these analyses will be to identify gaps, deficiencies and any excesses in the

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application or allocation of resources in relation to intelligence information and products. Generally, too, the analyses will be concerned with one or more of the following aspects: the need for and possible risks of obtaining information; and the feasibility, techniques and cost of providing information and intelligence products.

3) Consider appropriate representatives or components of appropriate agencies to undertake analyses of selected areas.

4) Approve Terms of Reference, the detailed statement of which will be drafted by the POD staff for the undertaking of selected analyses, and issue these Terms of Reference to the representatives or components of agencies selected to perform the analyses.

b. Upon receipt of each of the completed analyses:

1) Review the analysis to determine compliance with the Terms of Reference and review the conclusions and recommendations reported for internal consistency, completeness and cogency.

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(Alt. #3, continued)

2) Together with appropriate comments which may be added by the Chairman, transmit analyses including reported conclusions and recommendations, to the Principals assembled for the purpose of taking executive action.

c. At least annually, present to the Principals:

- 1) The Target Oriented Display of U. S. intelligence resources together with an assessment of significant relationships indicated therein.
- 2) Progress reports on problems identified and Advisory Group action related thereto.
- 3) Summary of resource actions taken by intelligence agencies indicative of trends to improve the effectiveness and efficiency of U. S. intelligence operations.

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DRAFT Attachment (Alt. #3)  
13 June 1967

Functions of the

Principals for TOD Matters

1. The Principals comprising the Deputy Secretary of Defense, the Director of Central Intelligence and the Director of the Bureau of the Budget assembled together with the Director of the Defense Intelligence Agency, the Director of the National Security Agency, the Director of the National Reconnaissance Office and the Deputy Director of Central Intelligence acting as advisers, shall:
  - a. At least annually, entertain a briefing on the Target Oriented Display of U. S. intelligence resources, including an assessment of significant relationships shown therein and reports of significant trends to improve the effectiveness and efficiency of intelligence operations.
  - b. Consider and act on recommendations presented to it by the Chairman of the Inter-Agency Advisory Group.

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Alternative #1

Alternative #2

Alternative #3

